

GUARANTEES OF THE LOYALTY OF PROVIDING PUBLIC SERVICES IN UKRAINE: LEGAL AND SOCIAL ASPECTS

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Abstract: The scientific article is devoted to the coverage of guarantees of public services loyalty in Ukraine. It is proposed to include the following types of guarantees to ensure the loyalty of public services in Ukraine: appeals of decisions, actions or inactions of public administration entities on the provision of public services in court (administrative proceedings); control over the activities of public administration entities on the provision of public services; appeals of individuals (citizens and stateless persons) in accordance with the Law of Ukraine "On Appeals of Citizens"; bringing public servants to responsibility for refusing

to provide a certain type of public service. It is established that the significance of legal guarantees of loyalty of public services provision lie in: assurance of the rights and freedoms of a human and a citizen in the process of obtaining various public services; compliance with international human rights standards in the field of public services; improving the state image represented by subjects of these services; etc

Keywords: administrative service, accessibility, education, service, public service, transparency, legal education

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Introduction

In the modern world, the degree of security of individual rights and freedoms is an important indicator of the level of civilization achieved by society and the state. For the actual realization of everyone's subjective rights in Ukraine, it is important to identify those effective mechanisms that will enable citizens to exercise their rights in the current conditions of political and economic transformation. It is the existence of effective legal guarantees that can ensure the practical implementation of each person's rights, including the receipt of public services in Ukraine.

The general direction of reforms for foreign governments is to increase the transparency and efficiency of the services provision. For example, in order to increase the transparency and quality of the service system by government agencies, the Department of Transportation in the United Kingdom annually develops and submits a report on the services provided and their compliance with standards. Increasing transparency and efficiency of the provision of services, focusing on the urgent needs of society is also characteristic of Bulgaria, which has a

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peculiar approach to identifying the needs of society, with a certain managerial character. In the Republic of Finland, in order to increase the transparency and efficiency of public services provision, the results of state reform programs are evaluated. The criteria for evaluating such results are, as a rule, the opinion of the population on the quality of public services, the degree of controllability of state bodies and the effectiveness of their activities, the motivation of public servants, the quality of the implementation of the programs needed to implement the reform, the significance of the goals of these programs for society and their consistency.

1. Literature review

Guarantees of legality are a set of interrelated objective conditions and subjective factors and special remedies that ensure the rule of law. Guarantees of loyalty can be structurally classified into general and special ones (Kelman *et al*, 2003).

The word "guarantee" (French "garantie" - to ensure) means "a condition that secures something" (Ozhegov, 1986). Guarantees of rights and freedoms in the legal literature are



understood as; a) a set of subjective and objective factors (Sabikonov, 1983), b) a system of socio-economic, political, moral, legal and organizational prerequisites, conditions, means and methods (Pigolkin, 2006). The term "factors" cannot be used to denote guarantees, since it to a greater extent means the nature of phenomena, factors. The second definition does not really reveal the meaning of the concept of guarantees, but only lists their types.

Instead, there is no doubt about the correctness of defining the concept of guarantees as "conditions, means and methods" (Kashtanina, 1981), which ensure the implementation and comprehensive protection of rights (Bandurka, 2001).

In fact, certain "means and methods" become legal guarantees only through the legal form, through their enshrinement in the rule of law. In itself, the term "legal guarantees" indicates their legal basis. Instead, ensuring security is primarily about exercising the rights and obligations that are provided for in the current legal norms. It is well known that the norm alone can not cause certain legal results, the latter are achieved through legal activity. Activities should be understood as the

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exercise of subjective rights and the performance of legal obligations imposed by the rule of law on the relevant subjects of labor relations (Gida *et al*, 2011).

In view of this, we consider it expedient to distinguish two elements in the structure of legal guarantees of loyalty: legal norms and the activities of subjects. Thus, the rule of law establishes specific obligations for the subject of legal relations, the implementation of which (i.e. the activities of the subject) will ensure the realization of the rights of another subject. The law, in turn, is the legal basis of legal activity, and legal activity is a means of enforcing the law.

In the legal literature, in particular A.B. Mitskewich, N.I. Matuzov (Mitskewich, 1963; Matuzov, 1966) note that the role of legal guarantees was limited exclusively to the protection and defense of the rights of citizens from any violations by persons obliged to ensure the unimpeded exercise of rights and freedoms. N.A. Bobrova, I.J. Magnovsky (Bobrova, 1984; Magnovsky, 2003) has expanded the concept of legal guarantees, and some authors have begun to recognize that legal guarantees ensure the realization of citizens' rights.



Many different definitions of the concept of "legal guarantees" have been formulated in the legal science, both similar and quite different in content. These are, first of all, legal guarantees in a broad sense, relating to various branches of law.

2-Results

Thus, in the general legal sense, M.V. Kravchuk (Kravchuk, 2013) notes that it is correct to speak of legal guarantees as a set of "means and methods".

Pogorilko (Pogorilko, 1997) understands legal guarantees as special means of practical provision of human and civil rights and freedoms provided by law. This definition does not pay attention to the purpose of legal guarantees, i.e. the what particularly they provide. Instead, the definition of this concept should include an indication of the purpose of these "means and methods" as one of the most essential features of legal guarantees. Therefore, the definitions in which it is emphasized that legal guarantees are designed to ensure the actual implementation, comprehensive protection and protection of citizens' rights are noteworthy.

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The definition proposed by Patyulin (Patyulin, 1974) is quite complete in its content, such that reveals all the essential features of the concept of "legal guarantees" in the general legal aspect, namely: legal guarantees should be understood as legal norms that define specific legal means, conditions and the procedure for exercising rights, legal means of their protection and defense in case of violation.

Let us consider the definition of "legal guarantees of loyalty". For example, I.S. Samoshchenko (Samoshchenko, 1960) understands legal guarantees of legality as special normative-legal means that guarantee strict observance of legal norms, prevention of arbitrariness on the part of state bodies and officials in relation to citizens, ensuring restoration of violated rights and punishment of violators of legality. According to others, it is also the activity of state bodies (and in some cases, public organizations), which is carried out in accordance with these norms (Lunev, Studenikin, 1948).

The guarantees of legality include the activities of state bodies and public organizations (in accordance with legal norms) (Mitskewich, 1962). It is also believed that legal guarantees



should be understood as a system of normative and individual legal requirements and relevant legal activities specifically designed to ensure legality (Nagarny, 2003).

Scientist S.M. Shylo (Shilo, 2013) considers legal guarantees of legality not only as a set of means and methods (as is the case in the above definitions), but as a unity of elements, as a holistic legal entity.

Special guarantees include legal guarantees of loyalty, the specific legal means and internal legal mechanisms that are the real embodiment of legality in the legal sphere. Legal guarantees of loyalty include: completeness and effectiveness of legal norms; high level of control and supervision over the implementation of the law; quality activities of the competent authorities to ensure the rule of law; improvement of legal practice; effectiveness of legal liability measures.

Special legal guarantees can be classified into the following groups:

- general legal guarantees (development of the legal system as a whole; completeness and consistency of legislation; availability of developed

legal techniques and legal procedure; a certain level of legal culture of society);

- organizational and legal guarantees (activity of legislative, executive, judicial power and the President as a guarantor of the Constitution of Ukraine, as well as special purpose bodies as a guarantor of the effectiveness of laws and creation of conditions for their implementation and protection);

- procedural guarantees (availability of effective means of state coercion; presumption of innocence; equality of legal status; inalienability of rights and obligations of subjects; normatively defined principle of inevitability of punishment for violation of the Law) (Okolita, 2000).

Let us consider appeals of decisions, actions or inactions of public administration entities on the provision of public services as one of the types of guarantees to ensure the legality of the provision of public services in Ukraine. Thus, O.S. Dukhnevych (Dukhnevych, 2019) interprets proceedings on appeals in court against decisions, actions or inactions of executive authorities and local governments as a normatively

regulated procedure for the proceedings that ensure legal and objective consideration and resolution by administrative courts of the cases on appeals of decisions, actions or inaction of executive authorities and local governments and their officials.

We strongly agree with V.P. Tymoschuk (Timoshchuk, 2003), who notes that according to the general rule, appeals of procedural decisions, actions and inactions should be made together with the appeal of an administrative act. Exceptions may be only procedural actions and decisions that significantly affect the consideration and resolution of the case. Their exhaustive list must be contained in the law. Inaction of an administrative body may be an independent subject of appeal in case of non-adoption of an administrative act within the term established by law or obvious delay in consideration of an administrative case (adoption of procedural decisions, taking procedural actions). Therefore, this procedure should also be attributed to the procedure for appealing decisions, actions or inactions of public administration bodies on the provision of administrative services.

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The analysis of scientific publications and the regulatory framework allows us to highlight the following signs of appeal of decisions, actions or inaction of public administration bodies on provision of public services:

1. Direct initiative (application) of individuals and legal entities. Appeals of decisions, actions or inaction of public administration bodies regarding public services are made only on the direct initiative (application) of individuals and legal entities, regardless of the form of the person's application (oral or written) and the procedure for obtaining it by the authority.
2. Imperativeness of legal regulation of appeals of decisions, actions or inaction of public administration bodies on the provision of public service. Appeals of decisions, actions or inactions of public administration bodies on the provision of public services are possible only if there is a special legal regulation of the procedure for appealing against such services. A person's request to the authority to take any action in his / her favor may be considered as an administrative service only when the

procedure for consideration of this application is clearly regulated. Decisions, actions or inaction of public administration bodies on the provision of public service may not be appealed if its delivery is not provided by law.

3. Appeals of decisions, actions or inactions of public administration bodies on the provision of public services are determined by the body of executive power or local self-government. As a general rule, to appeal decisions, actions or inactions of public administration bodies on the provision of public service can be addressed only to a certain (only one) authority defined by law, in contrast to other types of appeals that can be considered and resolved by a wider range of subjects.

4. Appeals of decisions, actions or inactions of public administration bodies on the provision of public services shall be carried out in accordance with the relevant procedure. For example, if the service is appealed administratively (extrajudicially), the plaintiff can appeal the service only within the authority that issued the service, or to a higher unit.

5. The result of appealing of decisions, actions or inaction of public administration bodies on the provision of public service is an individual act of standard form or administrative act - a decision of the body, for example, on registration or issuance of a certificate or restoration of the right to receive a certain public service.

Thus, appeals of decisions, actions or inactions of public administration bodies on the provision of public services are understood as a normatively regulated procedure for performing procedural actions that ensure legal and objective consideration of cases in administrative and / or judicial proceedings related to the appeals of decisions, actions or inactions of executive authorities and local governments and their officials regarding the consideration of the application of a natural or legal person for the issuance of an administrative act (decision, resolution or ruling to obtain a permit, license, registration, certificate, etc.).

Let us consider the general features of litigation of appeals of decisions, actions or inactions of public



administration bodies on the provision of public services.

According to Yu. S. Pedko (Pedko, 2003), administrative proceedings structurally consist of proceedings. Within these proceedings, cases of certain categories under the jurisdiction of the administrative court are considered (for example, proceedings in cases of abuse of office, proceedings in cases of providing inaccurate information by executive authorities or local governments, etc).

In French administrative law, certain administrative proceedings that are adjudicated by administrative courts are called “varieties of administrative justice” by scholars. (Wedel, 1973).

In German administrative law, certain proceedings in the administrative courts of first instance, the Supreme Administrative Land Courts and the Federal Administrative Court of Germany are defined as "administrative proceedings" (Kuybida and Shishkina, 2006).

The concept of certain types of administrative proceedings within the administrative procedure of Ukraine covers: 1) proceedings in cases on appeal of decisions, actions or inactions of a subject of power; 2) proceedings in cases

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related to the election process or the referendum process; 3) proceedings in cases on the appeals of the subject of power in cases established by law.

Furthermore, within the administrative process, there are types of proceedings that characterize the general procedure for consideration by administrative courts of all categories of administrative cases. The species diversity of such proceedings is reflected in the structure of the Code of Administrative Procedure of Ukraine (CAPU), according to which the following are distinguished: proceedings in the court of first instance; appeal and cassation proceedings; proceedings on exceptional and newly discovered circumstances.

It should be noted that if we examine the proceedings on the consideration of administrative courts of a particular category of administrative cases, the above proceedings will have the content of stages, i.e. structural elements of the proceedings.

According to theorists of procedural legal activity, procedural proceedings are a logically and functionally consistent sequence of actions that reflect the specific nature of the relationship of subjects, due to the



specifics of this category of legal cases, i.e. the logical-temporal characteristics of the process - its stages (Gorsheneva, 1985). Procedural stage is a set of procedural actions that are aimed at achieving a certain immediate procedural goal. Given the universal nature of the form of claim, proceedings on citizens' claims for illegal decisions, actions or inactions of executive authorities and local governments should be built on the general rules of litigation, taking into account the features arising from the subject (administrative and legal disputes) and composition of the participants in the proceedings, and the list of stages in administrative proceedings is similar to the list of stages of other types of litigation.

It should be noted that the names of the stages of the administrative procedure, the types and essence of which will be discussed below, are determined by a number of factors, namely: 1) the content of the stage and the procedural actions that are carried out within it; 2) regulatory and legal consolidation of the relevant stage. The name, content and procedure for carrying out the stages of the administrative process, its participants and other procedural features of the stages of such

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a procedure are enshrined mainly in the CAPU; 3) the procedural purpose of the relevant stage of the administrative procedure.

Thus, O.S. Dukhnevych (Dukhnevych, 2019) refers to the stages of the administrative process for consideration and resolution of a particular administrative case as follows: 1) initiation of an administrative case in an administrative court (appeal to the administrative court and the opening of proceedings in an administrative case); 2) preparation of an administrative case for trial (preparatory proceedings); 3) judicial review of an administrative case.

These three stages of the administrative procedure are mandatory (constitutive), because after an individual or legal entity applies to the administrative court, the administrative case inevitably goes through all these stages. Their occurrence after the filing of an administrative lawsuit, which, in fact, the administrative procedure begins with, no longer depends on the will of the applicant or other participants in such a process.

For example, in accordance with Art. 157 of CAPU the court closes the proceedings: if the case is not to be considered in administrative



proceedings; if the plaintiff waived the administrative claim and the waiver was accepted by the court; if the parties have reached reconciliation; if there are those that have entered into force, the decision or ruling of the court on the same dispute and between the same parties; in case of death or pronouncing dead in the manner prescribed by law of the person who was a party to the case, if the disputed legal relationship does not allow succession, or liquidation of the enterprise, institution, organization that was a party to the case.

Having considered the appeal of decisions, actions or inaction of public administration entities on the provision of public services in court (administrative proceedings), the focus shall be made on the peculiarities of appealing the results of the provision of public services in administrative proceedings, i.e. individuals (citizens and stateless persons) appealing according to the Law of Ukraine "On Citizens' Appeals".

The current procedure for consideration of administrative complaints is established by Art. 16 of the Law of Ukraine "On Citizens' Appeals" (Legislation of Ukraine, 1996), the complaint means the right of a person

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to apply in the order of subordination to a higher body or official with a request to consider the legality of actions or decisions of public administration entities. In addition, a possible deadline for filing an administrative complaint, including in the field of public services is one month from the moment when a person learned about the managerial decision.

According to Part 4 of Article 16 of the Law of Ukraine "On Citizens' Appeals", a citizen may file a complaint in person or through another authorized person. Complaints in the interests of minors and incapacitated persons are filed by their legal representatives. The complaint shall be accompanied by the decisions or copies of the decisions available to the citizen, which were made at his request earlier, as well as other documents necessary for the consideration of the complaint, which shall be returned to the citizen after its consideration.

The Resolution of the Verkhovna Rada of Ukraine dated April 9, 2015 adopted the draft law submitted by the President of Ukraine on amendments to the Law of Ukraine "On Citizens' Appeals" regarding the possibility of submitting electronic

appeals and petitions in which actions or inaction of public administration bodies are subject to appeal. 2005). An electronic application in this draft law means a written application sent using the Internet, electronic means of communication (Legislation of Ukraine, 2015). However, a fair question arises: what is the fundamental difference between filing a complaint against the actions or inaction of public administration entities in electronic form and an electronic petition? Article 23-1 of the Law of Ukraine “On Citizens' Appeals” stipulates that the collection of signatures under an electronic petition is conducted through the official websites of public authorities or local governments and in case of obtaining the required number of signatures (for example, for electronic petitions addressed to the Cabinet of Ministers of Ukraine). Verkhovna Rada of Ukraine or the President of Ukraine - 25,000 signatures) it is subject to consideration "immediately, but not later than ten working days from the date of publication of information on the beginning of its consideration", and information on the beginning of its consideration must be published “on the official website accordingly of the

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President of Ukraine, the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, the relevant local government no later than three working days after obtaining the required number of signatures in support of the petition, and in case of receiving an electronic petition from a public association - no later than two working days after receiving such a petition" (Legislation of Ukraine, 2015).

It should be mentioned that there is an obvious effect from the introduction of the practice of appealing actions, decisions and inaction of public administration on provision public services in an administrative manner - reducing the number of administrative lawsuits and ensuring the implementation of the principle of prompt court decisions.

For example, in the Federal Republic of Germany, appealing of the actions, decisions or inactions of public administration is an obligatory stage, without which it is impossible to appeal to the courts. However, even if such an administrative appeal procedure is followed, the plaintiffs in the administrative courts of Germany wait for the case to be heard for months or even years (Tymoschuk, 2003).



In the United Kingdom, the scheme of the bodies to which a citizen can apply at the local level to satisfy his complaint about the results of the provision of public services includes: a consulting agency; adviser; Department of local self-government; Department of Legal Services; Subcommittee on Complaints; Ombudsman (Ivashchenko, 2018).

According to English scholars, the following types of behavior should be considered poor administration: rudeness; unwillingness to work with the complainant as a person with rights; refusal to answer reasonable questions; neglect to inform the complainant on demand about his rights or the right to compensation payments; deliberate disorientation or inadequate advice; ignoring effective advice; offering to waive the satisfaction of the complaint or offering a disproportionate satisfaction of the complaint; manifestations of racial, sexual or other discrimination; failure to notify the person who loses the right to appeal; refusal to properly inform about the right to appeal; erroneous procedures; violation of the procedure for adequate monitoring of compliance with procedures; ignoring recommendations that should have

facilitated the proper treatment of service users; incompleteness; not mitigating the effect of strict adherence to the letter of the law when it leads to manifestly unfair treatment (Ivashchenko, 2018).

The establishment of the rights and obligations of the complainant must correspond to the relevant establishment of the rights and obligations of the subject of power, which has the right to consider the administrative complaint.

We believe that we should agree with the well-founded proposal of O. Ivashchenko (Ivashchenko, 2018) on the feasibility based on the positive experience of the United Kingdom to introduce the following options for filing a complaint: «through a local council member, through the Advisory Bureau (which is recommended to create for provision free advice and consultations to citizens on legal, financial and other issues) or directly to the department that should consider complaints». The scientist emphasizes the importance of creation a Department for Legal and Public Services and a Subcommittee on Complaints in each local government structure in increasing the effectiveness of appealing actions, decisions or inaction of public administration entities on provision public services and



strengthening the role of the Ombudsman in the process of appealing public services in Ukraine (Ivashchenko, 2018).

It is also worth completely agreeing with the position of D.O. Vlasenko (Vlasenko, 2019), who proposes to amend Part 2 of Article 19 of the Law of Ukraine "On Administrative Services", providing for the obligation to file an administrative complaint against decisions, actions or inactions of public administration to a higher authority. The procedure for administrative appeal of a decision, action or inaction of public administration entities on the provision of public services must be provided by a standard administrative regulation approved by the Resolution of the Cabinet of Ministers of Ukraine. The result of consideration of the administrative complaint is the basis for further appeal in administrative proceedings.

3- Conclusions

1. Therefore, for the effective implementation of legal guarantees of legality of public services it is necessary:

2. To improve the administrative and legal regulation and

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the mechanism of control by the subjects of public administration through the delimitation of their competence; the procedure for exercising the powers of public authorities and local governments to control the provision of public services.

3. It is necessary to introduce into the legislation on appeals of decisions, actions or inactions of public administration bodies on the provision of public services the mandatory administrative procedure for appealing decisions, actions or inactions of public administration bodies on the provision of public services, which makes it possible to consider such category of administrative lawsuits in a short time. Therefore, it is proposed to supplement part 1 of Article 183-2 of the CAPU with paragraph 7, which should be worded as follows: "1. Abbreviated proceedings are used in administrative cases concerning:... 7) appeals by individuals of decisions, actions or inactions of subjects of power on the provision of public services. The proposed changes are related to the need to establish a maximum period of summary proceedings in 10 working days, which is sufficient for the judge to decide on the merits of the claim,

provided that the plaintiff requires the procedure to appeal the law enforcement act or inaction. The rules of legislative technique require the supplement of part 5 of Article 183-2 of the Criminal Procedure Code, paragraph five, as follows: "not later than 10 working days - in case of appeal of decisions, actions or inactions of public authorities on provision public services."

4. To develop and adopt a law of Ukraine "On Public Services", which defines an exhaustive list of public administration entities that would exercise control in this area, their powers, forms and procedures for such activities, methods, ways of implementation and liability in case of abuse control, etc.

5. Strengthening public control and creating effective feedback with civil society organizations through the development and implementation of the project "Dissemination of non-governmental monitoring of quality public services provision", which will improve the quality of public services by relevant public administration entities, etc.

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